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ABSTRACT

This report responds to a resolution from the Illinois General Assembly directing the State Board of Higher Education to study issues affecting the use and compensation of nontenure-track faculty. Surveys of teaching faculty and key administrators were conducted, and public institutions provided data on the numbers, workload, and salaries of all teaching faculty. At Illinois public universities, full-time nontenure-track faculty comprised 18% and part-time faculty 31% of all faculty. Nontenure-track faculty represented 36% of teaching faculty, 49% of faculty, and 28% of all instructional full-time equivalents (FTEs). These proportions are similar to those at the majority of public universities across the United States. At community colleges, part-time faculty comprised three-quarters of all faculty and one-half of all faculty FTEs. This represented a larger proportion of part-time faculty than community colleges nationally. At public universities, the percent of nontenure-track faculty were from representing 41% of all faculty in 1991 to representing 49% of all faculty in 1999, while the proportion of part-time faculty generally remained the same at community colleges. Major reasons reported for the use of nontenure-track faculty included: an oversupply of Ph.D.s, budgetary pressures, growth in professional and technical programs, curricular changes, and the impact of nontraditional students. Data are provided about the average reported salaries of tenured/tenure-track faculty, full-time nontenure-track, and part-time faculty. Most nontenure-track faculty reported that they were treated fairly with respect to compensation, and most were satisfied with their jobs overall. From the study results, it did not appear that the talents and abilities of nontenure-track faculty are currently being developed effectively. However, it was not possible to determine whether nontenure-track faculty were overused, since decisions about the employment and deployment of faculty seem to be best made at the local level. Institutions should monitor hiring and seek to ensure that the balance between tenured/tenure-track and nontenure track faculty is educationally appropriate. Appendix 1, which is published separately, contains details of

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the survey process and faculty responses. Appendix 2 is a bibliography of 14 sources. (SLD)

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A STUDY OF NONTENURE-TRACK FACULTY AT ILLINOIS PUBLIC COLLEGES AND UNIVERSITIES

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February 2002

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Executive Summary

Study Purpose and Process

- The report responds to a General Assembly resolution directing the Board to study issues affecting the use and compensation of nontenure-track faculty.
- The Board's study Committee held hearings in Springfield and Chicago in Fall 2001.
- The Center for Governmental Studies at Northern Illinois University conducted surveys of all teaching faculty and key administrators. Appendix I presents the Center's report.
- Public institutions provided data on the number, workload, and salaries of all teaching faculty.
- A technical committee advised on matters of data collection and survey development.

Key Findings

Broad Trends

- At Illinois public universities, full-time nontenure-track faculty comprised 18 percent and part-time faculty 31 percent of all faculty. Nontenure-track faculty comprised a lower percentage of teaching faculty (36 percent) than all faculty (49 percent) and 28 percent of all instructional FTEs.
- Illinois public universities have a similar proportion of nontenure-track faculty and part-time faculty as public universities across the United States.
- At community colleges, part-time faculty comprised three quarters of all faculty and one half of all faculty FTEs.
- Illinois community colleges have a smaller proportion on the nontenure track and a larger proportion of part-time faculty than community colleges nationally.
- At public universities, nontenure-track faculty grew from 41 percent of all faculty in 1991 to 49 percent of all faculty in 1999. At community colleges, the proportion of part-time faculty remained the same during these years.

Reasons for Strong Use of Nontenure-track Faculty

Major reasons include an oversupply of Ph.D.s, budgetary pressures, growth in professional and technical programs, curricular changes, and the impact of non-traditional students.

Characteristics, Attitudes, and Responsibilities of Nontenure-track Faculty

- Nontenure track has a higher proportion of female faculty than the tenured/tenure track.
- Few nontenure track are "freeway flyers" who make a living by combining part-time teaching jobs at more than two institutions.
- Nontenure track are as satisfied with their jobs overall as the tenured/tenure track.
- Nontenure track have more limited responsibilities than the tenured/tenure track.
- Nontenure track use varies with an institution's missions, goals, and location.

Compensation

- Median salaries at public universities for Fall 2000 were $25,200 for tenured/tenure-track, $15,200 for full-time nontenure-track, and $4,000 for part-time faculty. Median salaries at community colleges were $24,900 for full-time and $2,000 for part-time faculty.

- When calculated on an FTE basis for faculty at the median, tenured/tenure-track faculty at public universities made about 2.0 times the salary of full-time nontenure-track faculty and 2.4 times more than part-time nontenure-track faculty. At community colleges, the median FTE salary of full-time faculty was 3.5 times more than part-time faculty.

Answers to Four Key Questions

Are Nontenure-track Faculty Overused?
The overuse of nontenure-track faculty can have broad implications for educational quality. However, decisions about the employment and deployment of faculty are best made at the local level where they can be calibrated according to an institution's mission, educational goals, and geographic setting. Institutions should monitor hiring and seek to ensure that the balance between tenured/tenure-track and nontenure-track faculty is educationally appropriate.

Are Nontenure-track Faculty Paid Fairly?
Most nontenure-track faculty report they are "treated fairly" in compensation. Their pay is based on market rates and serves as an income supplement for most nontenure-track faculty. However, the salaries of some nontenure-track faculty are very low. Those most disadvantaged are "part-time" faculty whose teaching accumulates to constitute nearly a full-time load. Institutions should monitor and limit the hours of part-time faculty, or ensure that those who work at or about a full-time workload receive higher rates of pay.

Are Nontenure-track Faculty Treated Equitably?
Nontenure-track faculty are as satisfied with their jobs overall as tenured/tenure-track faculty. Some do feel mistreated, in part, because of ad hoc personnel practices that can lead to inequities. Institutions need to establish processes and standards governing workload, working conditions, and compensation that will eliminate or minimize inequitable treatment within the nontenure track.

Are the Talents and Abilities of Nontenure-track Faculty Effectively Developed?
The answer to this question is no. Few institutions have fully addressed this issue. Too often, institutions adopt a laissez-faire attitude towards nontenure-track faculty leaving all matters concerning their use and development to a small group and, not infrequently, solely to the disposition of a department chair.

Recommendations

Institutions should formulate plans and policies for nontenure-track faculty to ensure they have a more secure and productive place within the institution and that their instructional abilities are fully developed to contribute to student learning.

Nontenure-track plans and policies should address: 1) identification of criteria used in pay decisions; 2) recognition and reward of teaching merit; 3) effective use of multi-year contracts; 4) involvement in departmental and campus wide decision-making bodies; 5) access to faculty development opportunities; 6) appropriate access to instructional resources and means for interacting with students; and 7) written performance evaluations.

Introduction

In the United States, colleges and universities have steadily hired a greater proportion of nontenure-track faculty; that is, faculty who cannot receive tenure and the benefits, such as a guarantee of long-term employment, that tenure confers. With the growth in nontenure-track faculty, there has arisen a controversy about the consequences of increased use. Some argue that hiring more part-time and full-time nontenure-track faculty diminishes educational quality and exploits those hired. Others believe that changes in faculty staffing have been exaggerated. They claim that any adjustments that have occurred promote flexibility and efficiency and have not hurt student learning.

This study examines these issues in their Illinois context. In November 2000, the Illinois General Assembly passed House Joint Resolution 19 that directed that the Board of Higher Education, in cooperation with public colleges and universities, study and report to the Legislature on issues affecting the use and compensation of part-time and full-time nontenure-track faculty. The Legislature asked the Board to consider the compensation and "growing dependence" on nontenure-track faculty and whether there is an "overreliance" on this staff. The Board was also asked to develop policies that would ensure "fair employment and consistent emphasis on quality instruction at all levels."

For this study, the Committee has gathered extensive information from multiple sources. In Fall 2001, the Committee held public hearings on this topic in Springfield and Chicago. Public institutions supplied data on the number, workload, and salaries of all nontenure-track and tenured/tenure-track faculty, as well as information on policies affecting the nontenure track. To gather information on the characteristics, attitudes, and use of faculty at public institutions, the Center for Governmental Studies at Northern Illinois University conducted telephone surveys of tenured/tenure-track and nontenure-track faculty. The Center also conducted mail surveys of academic administrators on this same topic. Appendix I contains the Center's report on the survey results, and information from the surveys is found throughout this report.

The Committee appreciates the advice and cooperation of the many persons who contributed to this study. This group includes, in particular, Professors Michael Peddle and Charles Trott, and other staff from the Center for Governmental Studies at Northern Illinois University; persons who testified at the public hearings; members of the group that counseled staff on technical issues related to data collection and the surveys; and staff at public institutions and the Illinois Community College Board. Copies of the hearing testimony are available at Board offices.

In reading this document, two points should be kept in mind. First, as directed by the Legislative resolution, the report is a study of teaching faculty. The Committee has not examined the conditions of the many faculty or other academic professionals who engage in research, public service, clinical, or administrative activities but have no instructional responsibilities. Second, the instructional roles and characteristics of nontenure-track faculty at community colleges and public universities differ sufficiently that data about each sector are presented separately throughout this report.

CHAPTER I

The Nontenure-track Workforce: Broad Trends

The National Picture

According to the National Center for Education Statistics (NCES), *Institutional Policies and Practices: Results from the 1999 National Study of Postsecondary Faculty, Institution Survey*, 32 percent of full-time faculty at public institutions were employed in nontenure-track positions in 1998. When part-time faculty are included, the percentage of nontenure-track faculty climbs to 62 percent.

The number and percentage of part-time and full-time faculty ineligible to receive tenure have increased across the United States for more than a quarter century. In recent years, the NCES reports that nontenure-track faculty increased from 45 percent of all faculty in 1987 to over 62 percent of all faculty in 1998.

Nontenure-track representation is dramatically different for public universities and community colleges. Table A shows that 48 percent of faculty at four-year public institutions in the United States in 1998 were employed in nontenure-track positions. Public community colleges, on the other hand, employed 81 percent of all faculty in nontenure-track positions.

Table A

Faculty, By Type, United States
Public Universities and Community Colleges, 1998

Public Universities			Community Colleges		
	Nontenure Track			Nontenure Track	
Tenured/tenure Track	Full-Time	Part-Time	Tenured/tenure Track	Full-Time	Part-Time
52%	20%	28%	19%	16%	65%

Source: National Center for Educational Statistics, *Institutional Policies and Practices: Results From the 1999 National Study of Postsecondary Faculty, Institution Survey*, 2001.

The Illinois Picture

In 1999, Illinois public colleges and universities employed 31,695 faculty. Nontenure-track faculty constituted 62 percent of this total, the same as the national percentage (8 percent in full-time nontenure-track positions and 54 percent in part-time nontenure-track positions). Tenured/tenure-track faculty constituted 38 percent of all faculty.

Table B

Faculty, By Type, Illinois
Public Universities and Community Colleges, 1999

Public Universities[1]			Community Colleges[2]	
	Nontenure Track			
Full-time Tenured/tenure Track	Full-Time	Part-Time	Full-Time (Tenured/tenure Track)	Part-Time (Nontenure Track)
7,499	2,632	4,491	4,340	12,733
51%	18%	31%	25%	75%

[1]Source: Integrated Postsecondary Education Data System (IPEDS), *Fall Staff Survey*, 2000.
[2]Source: Illinois Board of Higher Education, *Staffing Trends: Illinois Colleges and Universities*. August 2000.

Table B presents faculty, by type, at Illinois public institutions. Not included in the table are the 12,169 graduate students who served as teaching and research assistants at public universities in 1999. Comparing Tables A and B, one can conclude that Illinois public universities have a similar distribution between tenured/tenure-track faculty and nontenure-track faculty and between full-time and part-time faculty as public universities across the United States. Illinois community colleges, however, have a smaller proportion on the nontenure track and a larger portion of part-time faculty than community colleges nationally. The fact that Illinois community colleges do not employ full-time faculty in nontenure-track positions explains some of the difference between the state and national faculty patterns.

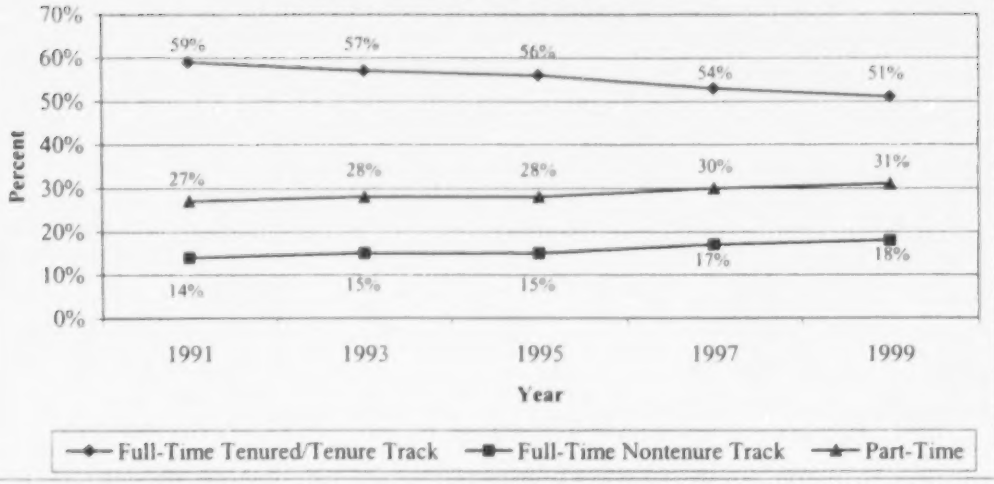
During the 1990s, Illinois higher education experienced a growth in the number and percentage of faculty on the nontenure track at public universities but not at community colleges. Between 1991 and 1999, nontenure-track faculty at public universities increased by 27 percent (full time by 33 percent and part time by 23 percent). In contrast, full-time tenured/tenure-track faculty decreased by seven percent. At community colleges, full-time and part-time faculty each decreased by eight percent.

Growth of Nontenure Track in Illinois

At Illinois public universities, nontenure-track faculty grew from 41 percent of all faculty in 1991 to 49 percent of all faculty in 1999.

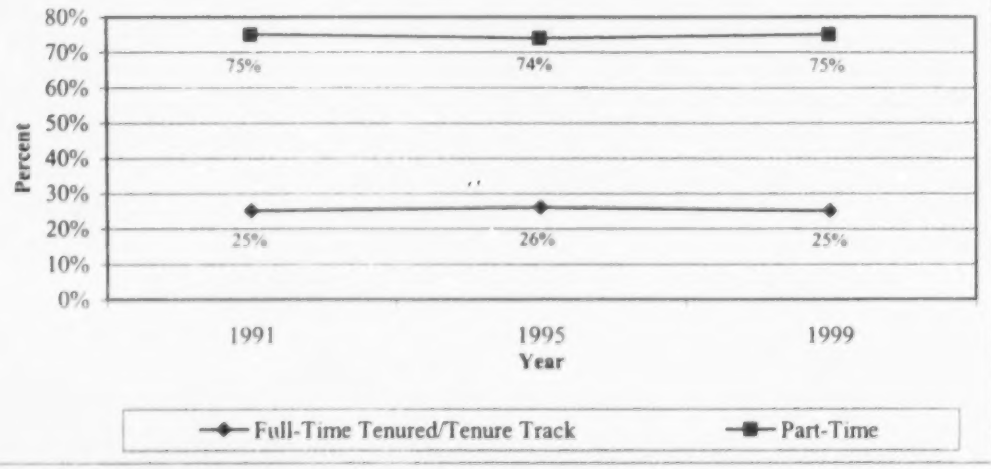
As shown in Figures 1 and 2, because of differential rates of growth, the distribution between tenured/tenure-track and nontenure-track faculty shifted during the 1990s. Thus, tenured/tenure-track faculty declined from 59 percent in 1991 to 51 percent in 1999, while full-time nontenure-track faculty rose from 14 percent to 18 percent and part-time faculty rose from 27 percent to 31 percent as a percentage of all faculty. At community colleges, the relationship between full-time and part-time faculty remained stable during the 1990s.

Figure 1
Faculty, By Type, As a Percent of Total Faculty,
Illinois Public Universities, 1991 to 1999



Source: Integrated Postsecondary Education Data System (IPEDS), *Fall Enrollment Surveys*

Figure 2
Faculty, By Type, As a Percent of Total Faculty,
Illinois Public Community Colleges, 1991 to 1999



Source: Illinois Board of Higher Education, *Staffing Trends: Illinois Colleges and Universities*, August 2000.

Because IPEDS data includes all types of faculty, that is, those who teach as well as those who conduct research, public service, clinical, or administrative activities, the Committee conducted a survey to determine the number of *teaching* faculty on the tenure/tenure-track or nontenure track, as well as the full-time-equivalent workload of the

teaching faculty. Table C presents the survey results showing the number of teaching faculty at public institutions by tenure-track status for Fall 2000.

Table C shows that at public universities tenured-track faculty accounted for 65 percent of all teaching faculty and 72 percent of teaching FTEs. Part-time faculty accounted for 18 percent of teaching faculty and only 8 percent of FTEs. At Illinois community colleges, full-time faculty constituted about one quarter of all faculty but one half of FTEs.

Table C

Teaching Faculty, By Type, at Illinois Public Institutions
Faculty Headcount and FTEs, Fall 2000

	Public Universities				Community Colleges			
	Headcount		FTE		Headcount		FTE	
Faculty Status	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Tenured/Tenure Track	7,367	64.5%	7,236	72.1%	4,405	27.9%	4,405	51.4%
Non-tenure Track: Full-Time	1,995	17.5	1,995	20.0	NA	NA	NA	NA
Non-tenure Track: Part-Time	2,054	18.0	799	7.9	11,371	72.1	4,164	48.6
Total	11,416	100.0%	10,030	100.0%	15,776	100.0%	8,569	100.0%

NA=Not Applicable
Source: Illinois Board of Higher Education, *Survey of Public Universities and Community Colleges on Degree Credit Instruction By Faculty Status*, 2001

A comparison between Tables B and C shows that nontenure-track faculty at public universities accounted for a lower percentage of teaching faculty (36 percent) than all faculty (49 percent). Stated differently, Illinois public universities hired a greater portion of nontenure-track faculty for non-instructional functions, such as clinical, research, and public service activities, than they hired for instructional activities. Community college faculty do not perform these other functions as all faculty are engaged in instruction.

CHAPTER II

Reasons for Strong Use of Nontenure-track Faculty

A variety of factors contribute to the strong use of nontenure-track faculty. Some of the major influences, outlined below, reflect changes in the faculty labor market, shifting academic and financial pressures at institutions, and changing student program interests.

- Oversupply of Ph.D.s—One reason why institutions hire faculty for nontenure-track positions is because they can. Colleges and universities have a wealth of talented applicants from which to choose and, in a buyer's market, they have the leverage to establish conditions of employment. While the market fluctuates, many disciplines in the humanities, social sciences, and sciences have an oversupply of new Ph.D.s. This condition exists because demand for doctoral education has risen and because many institutions have increased the size of their doctoral programs. Such program growth has occurred even at a time of market surplus because doctoral students are valued for their ability to contribute to the research and instructional productivity of academic departments.

> **The Ph.D. Market in English**
>
> For many years, the national market for English Ph.D.s has been one of the most out of balance. This past year, entry-level openings increased by 5 percent to 671 but the number of new Ph.D.s also rose by 5 percent to 1,070.

- Budgetary Pressures—The pay of nontenure-track faculty is lower than tenured/tenure-track faculty. As a result, some institutions hire nontenure-track faculty to stretch their budgets by replacing a tenure-track faculty position with a full-time nontenure-track hire or by "splintering" the position into a number of part-time replacements. Savings generated by hiring nontenure-track faculty have funded competitive salaries for tenured/tenure-track faculty, new technology, and other critical needs. During the 1990s, competing fiscal demands created an atmosphere of budgetary crisis at many institutions even though funding increments from all sources for these years substantially exceeded the rate of inflation.

  Rules and practices governing compensation also can favor hiring on the nontenure track. Institutions that hire faculty on less than a half-time basis do not pay retirement, health care, or other benefits. These differing benefit provisions serve as built-in incentives to hire part-timers, irrespective of any difference in salary. Also, the state requirement that institutions pay out accumulated vacation and sick leave to a retiring faculty member has made it difficult for some departments to hire a tenure-track faculty member as an immediate replacement. Finally, at some institutions, the course load taught by nontenure-track faculty is greater than that taught by the tenure-track faculty, in recognition of the latter's heavier service and research duties. Such differing workload standards may encourage administrators to hire nontenure-track faculty, especially if the intent is to meet enrollment demand.

- Growth in Professional and Technical Programs—In recent decades, student enrollment in technical and professional education has risen, while student enrollment in many liberal arts programs has declined. Professional and technical programs make greater use of practitioners who are hired on the nontenure track. Also, since many technical fields have a tight labor market, institutions often hire part-timers as the only practical way of finding qualified instructional staff.

  Some examples should suffice to explain the above trend. From 1991 to 2000, undergraduate credit hours at Illinois higher education institutions decreased by 12 percent in the social sciences, 3 percent in mathematics, and 1 percent in English. In contrast, undergraduate credit hours grew by 34 percent in health professions, 106 percent in parks, recreation, leisure, and fitness (now the 18th most popular undergraduate field of study), and 8 percent in computer science. These trends become more pronounced when examining changes in some student majors, perhaps a better indicator of demand for tenure-track faculty. For example, from 1991 to 2000, the number of students graduating with a bachelor's degree in parks, recreation, leisure, and fitness increased by 139 percent and in computer science by 29 percent. In contrast, bachelor's degree recipients in mathematics declined by 26 percent.

- Curricular Changes—Curricular and pedagogical changes at public universities have also contributed to the growth in full-time and part-time nontenure-track faculty. For instance, the increased emphasis that many institutions have placed upon English composition and writing-across-the-curriculum has increased demand for nontenure-track faculty who generally teach introductory writing courses, as well as staff writing labs. Another example: growing interest in studying foreign languages (undergraduate credit hours increased 13 percent during the 1990s), combined with a tendency to place more emphasis upon speaking skills as opposed to grammar and literature, has increased hires of native-speaking, nontenure-track faculty.

- The Non-traditional Student—With an increasing percent of the population attending college, less than 20 percent of all students now fit the definition of a so-called "traditional college student," that is, a student, 18 to 24 years of age, who attends full time and lives on campus. The goals of the non-traditional student, often a working adult, are frequently more practical, and he or she seeks courses that are scheduled at convenient times and off-campus locations. Traditionally, institutions staff such courses with a high portion of part-time faculty, especially in fields such as business and education. These faculty often are working professionally in the field of study they are teaching, and frequently have experience teaching older students.

These are some, but not all, of the factors contributing to the strong use of nontenure-track faculty. Another emerging factor is that distance education and Internet courses reportedly draw more heavily on instructors from nontenure-track ranks. Given the strength of the forces responsible for nontenure-track growth, few experts believe there will soon be a natural or easy reversal of the reliance upon the nontenure-track.

CHAPTER III

Roles and Responsibilities of Nontenure-track Faculty

Institutions hire many different types of faculty to meet their instructional needs. However, only faculty that conform to professional standards qualify for tenure-track positions. Public university faculty generally must have a "terminal degree" in their field (most commonly the Ph.D.) to qualify for a tenure-track position. Community colleges generally require a faculty member to have a master's degree. A person who is otherwise qualified—that is, he or she has professional qualifications in teaching but lacks the appropriate degree credential for a tenure-track job—is hired on the nontenure track.

Institutions hire nontenure-track faculty for many reasons. Colleges and universities employ part-time professionals as a way of enriching students' education by providing interaction with real world practitioners. A working teacher, performing artist, engineer, lawyer, or businessman, for example, can offer a wealth of up-to-date information, experience, and informal guidance about his or her field. Students appreciate this kind of learning experience. Also, accrediting associations in many fields require a certain percentage of courses to be taught by practitioners.

> Nontenure-track faculty are "role players" who often occupy specialized positions and have more limited responsibilities than tenured/tenure-track faculty.

Nontenure-track faculty also serve as role players who meet a temporary need or who complement skills of the tenured/tenure track. College enrollments and faculty careers are continually in flux both on the institutional and program levels. Because of such fluctuations, institutions cannot make long-standing commitments to all faculty members. As a result, a certain percentage of instructional staff are hired in nontenure-track positions where they serve as "shock absorbers" to moderate the impact of enrollment shifts on permanent faculty.

To illustrate, a department may hire a nontenure-track faculty member to teach a course in a program that has experienced a recent upsurge in enrollment or may hire a nontenure-track faculty member as an interim replacement for a tenure-track faculty member who is on sabbatical or who has undertaken a full-time, but limited-term, assignment in research or public service. Positions that are vacant due to an unsuccessful search are usually filled by a temporary, nontenure-track hire.

Tenure-track faculty are well equipped to impart a rigorous conceptual education which prepares students for long-term career success. Some courses, however, do not require the more specialized disciplinary skills of a tenure-track faculty member. As a result, nontenure-track faculty at some public universities are often hired to teach lower-division, undergraduate courses, such as survey, English composition, and introductory foreign language courses, for which a terminal degree is not essential.

The above generalizations, while useful, can risk oversimplifying the instructional role of those on the nontenure track. Not only do nontenure-track faculty teach lower-division courses (national surveys indicate about 70 percent of nontenure-track faculty are so employed), but also they are engaged in upper-division and graduate education. Nontenure-track staff include research associates at the graduate level and clinical teaching faculty in fields such as law, medicine, and dentistry.

There are three ranks of tenure-track faculty: assistant professors, associate professors, and full professors. However, there are scores of titles for nontenure-track faculty. These include faculty who are called adjunct, lecturer, instructor, visiting faculty, artist or executive-in-residence, associate faculty, and clinical faculty, to name the most common titles. In a few cases, nontenure-track faculty have titles such as assistant professor that are associated with tenured/tenure-track faculty.

Results from the Center's surveys confirm the above picture and demonstrate that Illinois nontenure-track faculty are defined not only by their more specialized roles or job positions, but also by the types of activities they perform. As noted in Appendix I, "tenured/tenure-track faculty reported the widest variety of job responsibilities, and part-time nontenure-track faculty reported the narrowest variety of job responsibilities."

Not surprisingly, the survey shows that tenured/tenure-track faculty are more likely to have research and service responsibilities than are nontenure-track faculty. Also, a much higher percentage of tenured/tenure-track faculty than nontenure-track faculty engage in departmental and institutional service and many out-of-class instructional activities, such as advising students. For instance, only 59 percent of public university part-time faculty and 49 percent of community college part-time faculty were expected to choose textbooks for their courses. Chapter VI discusses what effect the limitation of nontenure-track roles has on student learning and educational quality.

Institutional Variations in Use of Nontenure-track Faculty

Institutions vary in the numbers of nontenure-track faculty that they employ, in large, a reflection of their differing missions and goals. For example, a single-purpose institution with a strong professional orientation is more likely to have a higher proportion of nontenure-track staff than a liberal arts college. Other factors, such as geography, can also affect the portion of nontenure-track staff. For instance, urban institutions which have a large available labor pool hire a greater portion of nontenure-track staff than do institutions set in more rural locales.

Non-traditional institutions also present another pattern in the employment of nontenure-track staff. As noted above, nontenure-track faculty traditionally serve as role players whose instructional activities are defined by academic leadership. However, at many non-traditional institutions—which have asserted a more vigorous presence within higher education in recent years—the relationship between tenured/tenure-track and nontenure-track faculty differs from the traditional model. For example, some private institutions, such as the University of Phoenix, rely almost exclusively upon part-time

faculty for teaching courses. Tenured faculty do exist at many of these institutions, but they have specialized roles in curriculum development and instructional staff support.

Patterns of use of nontenure-track staff also vary significantly at public universities and community colleges. As has been shown, public universities rely heavily upon full-time nontenure-track faculty and graduate teaching assistants, while community colleges do not. In turn, community colleges hire many more part-time nontenure-track staff than do public universities.

The case for hiring part-time faculty at community colleges was made at the public hearing by an administrator from Illinois Central College who said, "all of us have courses and programs that do not sustain full-time assignments. Illinois Central College has courses in German, French, Japanese, and Arabic, and programs such as culinary arts, heating, ventilation or in dance, wastewater treatment, or social work that do not generate sufficient enrollments to sustain a load for a full-time faculty member. Without the option of enlisting part-time faculty, we would have to eliminate these programs from the curriculum." This administrator also emphasized that community colleges rely upon part-time staff because of the expertise they offer and the role that they play in connecting the college with the community and local businesses.

The reliance upon part-time staff by community colleges reflects the pronounced enrollment swings at these institutions, their low cost, and large assortment of vocational and technical programs. Community colleges may also hire more part-time faculty because of the greater number of part-time students that they enroll. Part-time students do not have the same kind of interaction with faculty as full-time students and, as stated above, public universities are also more likely to employ part-time instructional staff when teaching part-time students. In any event, the greater reliance upon part-time staff at two-year institutions is a matter of practice and is not policy or research based. Community college administrators have testified they would prefer to employ more full-time faculty and would do so if additional funds were available for this purpose.

What Percentage of a Faculty Should Be on the Nontenure Track?

In recent years, a number of changes within higher education have blurred traditional distinctions between nontenure-track and tenured/tenure-track faculty. An increase in the number of new Ph.D.s in some fields, discussed above, has resulted in some doctoral graduates taking nontenure-track jobs since full-time positions are not available. In their qualifications and professional interests, these staff look more like traditional tenured/tenure-track faculty than nontenure-track faculty. Also, growth in technical and professional programs at community colleges and public universities has undermined any easy distinction between the "academic" tenure track and the "practitioner" nontenure track.

Given the strength of the underlying forces contributing to the rise in the nontenure track and the difficulty of making decisions about whether a position should be

filled by a tenure-track or nontenure-track hire, proposals have been made in recent years to control nontenure-track growth by directly limiting the size of the workforce.

For example, in 1993 the American Association of University Professors (AAUP) recommended that institutions limit "use of special appointments and part-time nontenure-track faculty to no more than 15 percent of total instruction within the institution, and no more than 25 percent of total instruction within any given department." At the Committee's hearings, one faculty representative proposed that institutions limit full-time nontenure-track faculty to 20-25 percent of all faculty and part-time nontenure-track faculty to 5-10 percent of all faculty. Such proposals generally do not offer a rationale for their chosen percentages. They also do not engage the issue of what variations in the percentage of nontenure-track faculty are appropriate for different kinds of higher education institutions.

> Few public universities or community colleges have actively considered whether or how to limit the size of their nontenure-track faculty.

At the statewide level, the Committee does not support prescribing the proportion of nontenure-track faculty that an institution should employ. In this instance, one size does not fit all. An institution's need for nontenure-track faculty varies with its mission, goals, and location. In addition, how many nontenure-track faculty an institution should employ depends, in part, on how well these faculty are used.

At the institutional level, on the other hand, it is important that colleges and universities ensure that the size of the nontenure track is educationally appropriate. The roles and responsibilities of tenure-track and nontenure-track faculty are not the same. An institution can have too high a proportion of nontenure-track faculty just as it can have too high a proportion of tenured/tenure-track faculty. Chapter VI shows how the overemployment of nontenure-track faculty can affect an institution's educational quality.

Unfortunately, few public universities or community colleges actively monitor or seek to control the size of their nontenure-track faculty. Given the strength of the forces responsible for the growth of the nontenure track, institutions without effective monitoring and control may find that a myriad of hiring decisions at the departmental level produces a much higher proportion of nontenure-track faculty for their institution than they would prefer. In a period of fiscal constringency, such an eventuality becomes more likely. Cost considerations, of course, come into play in personnel decisions of this kind. Institutions that seek a significant redistribution between tenured/tenure-track and nontenure-track composition will have to employ long-term strategies to achieve their ends. The Committee calls for all public colleges and universities to monitor hiring and to ensure that the balance between tenured/tenure-track and nontenure-track faculty is educationally appropriate.

CHAPTER IV

Nontenure-track Faculty: A Brief Portrait

Nontenure-track faculty differ in many respects from tenured/tenure-track faculty. They also differ from the common media portrayal of them as "freeway flyers" or "road scholars" who make a make a living by combining part-time teaching jobs at multiple institutions. The Center for Governmental Studies has gathered survey data about the characteristics and attitudes of nontenure-track faculty that greatly adds to the general knowledge about this faculty group.

Characteristics

Leslie and Gappa have identified four types of nontenure-track faculty: professionals and experts, career-enders, freelancers, and aspiring academics. These common profiles reflect the fact that institutions rely on the nontenure-track to fulfill specific roles and responsibilities and that certain types of persons are more available to undertake temporary work. National studies also have shown that nontenure-track faculty are less likely to have a terminal degree and have a higher representation of tenured/tenure-track spouses and retired faculty.

Information from the Center's surveys helps fill in the above picture. The data show that many nontenure-track faculty are well established in their profession and at their institutions. For instance, 38 percent of part-time nontenure-track faculty at public universities and 23 percent of part-time faculty at community colleges have taught as a full-time faculty member in their careers. Also, at public universities full-time nontenure-track faculty have taught a median of eight years and part-time nontenure-track faculty a median of 6 years. At community colleges, part-time faculty have taught a median of 6 years. In both sectors, however, a sizeable proportion (25 to 30 percent) of nontenure-track faculty have worked for their current institution for three or fewer years.

Few Freeway Flyers

The Center's survey shows that only five percent of part-time faculty at public universities and community colleges in Illinois taught at more than two institutions. This result is similar to findings from a recent study of California community colleges.

About half of part-time nontenure-track faculty at public universities and community colleges had paid employment other than their teaching job. Of those who had additional outside employment, about two-thirds had a non-teaching job related to the academic area in which they were teaching.

Table D presents demographic information about nontenure-track faculty at public institutions. The table shows, in particular, that the nontenure track has a higher proportion of females, a result also found in other, but not all, national and state studies.

Representation by race between tenured/tenure-track and nontenure-track faculty is similar in each sector with the greatest variation, by type, found among Black faculty.

Table D

Demographic Profile of Teaching Faculty, By Type
Illinois Public Universities and Community Colleges

	Public Universities			Community Colleges	
		Nontenure Track			
Demographic Characteristics	Tenured/ tenure Track	Full-Time	Part-Time	Full-Time (Tenured/tenure Track)	Part-Time (Nontenure Track)
Female	32.2%	51.0%	44.8%	39.3%	46.2%
Male	67.8%	49.0%	55.2%	60.7%	53.8%
Median Age	50	47	45	50	47
Ethnicity					
White	82.3%	83.8%	82.5%	83.1%	79.9%
Black	5.6%	4.9%	7.9%	8.1%	9.9%
Hispanic	2.5%	3.0%	2.4%	1.0%	2.3%
Asian American	8.3%	6.1%	5.0%	6.7%	4.6%

Nontenure-track faculty are more apt to be found in some fields than others, as shown in Table E. Like tenured/tenure-track faculty, student enrollment is the main factor affecting the distribution of the nontenure track across academic fields. However, distribution of nontenure-track faculty also reflects other factors, such as the number of lower-division and off-campus programs offered in each field, as well as job market conditions. This information comes from a random sample of each faculty group conducted by the Center for Governmental Studies.

Attitudes

The Center's survey clearly demonstrates that *most nontenure-track faculty like their job and would like to continue to teach at their current institution.* Nontenure-track faculty at both community colleges and public universities report that love of teaching and interacting with students is the main reason they teach. Many aspire to full-time tenure-track positions. A total of 31 percent of part-time nontenure-track faculty and 44 percent of full-time nontenure-track faculty at public universities and 42 percent of part-time faculty at community colleges report that it is their goal to become a full-time member on the tenure track.

One surprising result from the surveys—given the concerns expressed by faculty representatives about the working conditions, benefits, and salaries of nontenure-track faculty—is their general level of satisfaction with their jobs, shown in Table F. This

finding confirms a September 2001 report from the National Education Association (NEA) which also found that "44 percent of part-time faculty members reported being very satisfied with their position at the institution overall, compared with 38 percent of full-time faculty members." Benefits and job security were "the areas where part-time faculty were more dissatisfied than their full-time counterparts," according to the NEA.

Table E

Percent of Faculty in the Top Five Fields, By Type
Illinois Public Universities and Community Colleges

Public Universities			Community Colleges	
	Nontenure Track			
Full-time Tenured/tenure Track	Full-Time	Part-Time	Full-Time (Tenured/tenure Track)	Part-Time (Nontenure Track)
Sciences—14%	Education—15%	Education—17%	Humanities—15%	Humanities—16%
Education—10%	English—9%	Business—10%	Computer Science—12%	Science—12%
Social Science—10%	Business—7%	English—7%	Vocational and Tech. Ed.—10%	Math—10%
Business—7%	Medicine—7%	Music, Performing Arts—6%	Business—9%	Vocational and Tech. Ed.—10%
Engineering—6%	Mathematics—7%	Sciences—6%	Education—9%	Nursing—9%

Source: Center for Governmental Studies, Northern Illinois University, *Survey of Public Universities and Community College*, 2001

Table F

In General, How Satisfied Were You With Your Overall Experience Teaching at This Institution in Fall 2000?

	Public Universities			Community Colleges	
		Nontenure Track			
Satisfaction Level	Tenured/ tenure Track	Full-Time	Part-Time	Full-Time (Tenured/tenure Track)	Part-Time (Nontenure Track)
Very Satisfied	43.8%	49.7%	57.4%	61.3%	60.7%
Somewhat Satisfied	42.2	39.1	32.9	32.2	33.1
Somewhat Dissatisfied	9.9	7.8	8.5	5.5	4.7
Very Dissatisfied	5.2	3.4	1.1	1.0	1.5
Total	100%	100%	100%	100%	100%

Source: Center for Governmental Studies, Northern Illinois University, *Survey of Faculty*, 2001

CHAPTER V

Compensation of Nontenure-track Faculty

Do institutions "take advantage of" nontenure-track faculty? Are they paid a fair amount and/or are they wrongly denied access to needed benefits? Compensation issues are some of the most controversial topics surrounding the use of nontenure-track faculty. To examine these questions, the Committee collected salary and benefit information on all types of teaching faculty at Illinois public institutions. The Committee also examined various alternative approaches for compensating nontenure-track faculty.

Salaries and Benefits

The method of determining the compensation of most nontenure-track faculty, as well as their actual pay, varies greatly not only by institution, but within an institution. Department chairs, sometimes in conjunction with their deans, set individual compensation amounts, often unaided by institutional policies on minimum salaries, workload standards, seniority considerations, or performance evaluations. Part-time pay varies according to the instructional load, which is calculated in various ways, such as by the number of courses, sections, or total credit hours taught.

The amount of compensation for nontenure-track faculty can be affected by factors such as teaching load, field, merit, and length of time with the institution. Within any field, the level of compensation paid to nontenure-track faculty is "close to the market," as testified by one university administrator. Various factors, such as the supply and demand of professionals in a region, affect market conditions. A number of administrators from metropolitan regions testified that they were concerned about their ability to pay nontenure-track faculty at competitive rates. In other areas of the state, nontenure-track staff are not favored by market conditions.

At most institutions where tenured/tenure-track faculty have union representation, a small portion of nontenure-track faculty are also covered by union contract if they are full time or have substantial part-time appointments and an expectation for continued service with the institution. This category of nontenure-track faculty at Northern Illinois University are also unionized, although tenured/tenure-track faculty are not. These union contracts have criteria, such as length of service, that enable nontenure-track faculty to progress through pay ranks and govern other aspects of their employment.

Benefits received by faculty depend upon their full-time or part-time status with the institution. By state law, health, dental and life insurance benefits are available to public university employees hired at 50 percent time or more who have a continuing relationship with the institution. Benefits available to nontenure-track faculty at community colleges are determined by their local district.

Table G shows the salaries of tenured/tenure-track and nontenure-track faculty at public institutions for Fall 2000. Fall data were chosen since records for faculty

appointments and compensation are the most complete for the first semester. One can approximate the salary for a typical nine-month faculty contract by doubling the amounts in the semester table. Table G indicates that median salaries at public universities in Fall 2000 were $25,200 for tenured/tenure-track, $15,200 for full-time nontenure-track, and $4,000 for part-time nontenure-track faculty. For community colleges, the median salaries were $24,900 for full-time and $2,000 for part-time faculty.

From Table G one can calculate that at public universities the median FTE salary of tenured/tenure-track faculty was 104 percent greater than full-time nontenure-track faculty and 137 percent greater than part-time nontenure-track faculty. At community colleges, the median FTE salary of full-time faculty was 250 percent greater than part-time faculty. These aggregate salary figures provide general information only. The differences in FTE salaries by faculty type represent not only variations in pay rates but other factors such as differences in merit and seniority, as well as the distribution of faculty by discipline among the three faculty groups.

Table G

Faculty Salaries, By Type, At Public Institutions By Headcount and FTE, Fall 2000

	Public Universities			Community Colleges	
		Nontenure Track			
Salary	Tenured/tenure Track	Full-Time	Part-Time	Full-Time (Tenured/tenure Track)	Part-Time (Nontenure Track)
Headcount					
Mean Salary	$33,000	$21,400	$6,500	$26,900	$3,100
Median Salary	$25,200	$15,200	$4,000	$24,900	$2,000
Full-time-equivalent					
Mean Salary	$33,300	$21,400	$17,200	$26,900	$7,500
Median Salary	$31,100	$15,200	$13,100	$24,900	$7,100

Source: *IBHE Survey of Public Universities and Community Colleges on Degree Credit Instruction By Faculty Status*, 2001.

Many part-time faculty have additional employment and receive substantial compensation and benefits from outside source(s). The Center's survey found that 88 percent of part-time faculty at community colleges and 80 percent of part-time faculty at public universities received one quarter or less of their household income from the educational institution at which they were surveyed. Also, 78 percent of part-time faculty at community colleges and 66 percent at public universities received health benefits from an outside employer or from a domestic partner. About 60 percent of community college faculty and 50 percent of public university faculty received benefits such as retirement, dental coverage, and life insurance from another source.

What is Fair Compensation for Nontenure-track Faculty?

Those who criticize current levels of compensation for nontenure-track faculty commonly present two arguments. The first is the claim that nontenure-track faculty do not make a "living wage." The second is that nontenure-track faculty make much less than tenure-track faculty and should receive a similar rate of pay. Those who challenge these arguments do so on philosophical as well as educational and financial grounds.

A critical issue in this debate is whether it is appropriate to follow a market-based approach in paying nontenure-track faculty. Efficiency in our capitalist system, some argue, is obtained by letting the market work. Others counter that employers, especially educational institutions, should not take advantage of their employees and instructional rates of pay among faculty groups should be roughly equivalent.

The salary rate for some nontenure-track faculty is very low, especially for employees with bachelor's and advanced degrees. However, *most nontenure-track faculty report that are not dissatisfied with their compensation.* Faculty members in all groups were asked to respond to the question "I feel that I was treated fairly relative to my compensation at this institution." At public universities, a total of 63 percent of full-time nontenure-track faculty and 72 percent of part-time nontenure-track faculty either strongly agreed or somewhat agreed that they had been treated fairly. In comparison, 70 percent of tenured/tenure-track public university faculty either strongly or somewhat agreed. At community colleges, similar results were obtained with 90 percent of full-time faculty and 75 percent of part-time faculty either strongly or somewhat agreeing with the question. The difference between the FTE salary and faculty satisfaction information can only be explained by the fact that few part-time faculty expect to live on their salaries. This is confirmed by the survey data that show most part timers have substantial income from other sources.

In regard to pay equity for nontenure-track faculty, one of the main benefits of this approach would be to eliminate or minimize financial incentives to hire nontenure-track faculty since both the tenure track and nontenure track would receive similar rates of pay. Institutions would still hire nontenure-track faculty for non-financial reasons, such as to fill a temporary or partial workload need or to supplement the expertise of tenured/tenure-track faculty.

Despite the benefits that would accrue by eliminating salary incentives to hire nontenure track faculty, one can question whether such an allocation of financial resources is appropriate. As has been shown, nontenure-track faculty are role players whose responsibilities often differ from tenure-track faculty. Should pay between these groups be equivalent when their responsibilities are not the same? Or conversely, should institutions expand the instructional responsibilities of the nontenure track to mirror those of tenured/tenure-track faculty, if rates of pay are made equivalent?

Cost/benefit considerations are also relevant to an analysis of an "equity rate" proposal. Supporting nontenure-track faculty at the median FTE salary for

tenured/tenure-track faculty shown in Table G would require an additional $62 million for public universities and $196 million for community colleges for fiscal year 2002. Even if funding were fixed at one half of the median FTE rate for tenured/tenure-track faculty, the cost would be over $120 million. Institutions would undoubtedly realize quality improvements under the proposed equity pay system, as shown below. However, an equivalent amount of funding invested in other types of personnel or program improvements might yield greater educational gains.

Another alternative approach to "equity funding" would involve allocating a certain level of financial resources, perhaps on a phased basis, to public universities and community colleges to increase their percentage of tenured/tenure-track faculty. Since market conditions and hiring practices could undercut the intent of this remedy, institutions would need to maintain a certain minimum percentage of tenured/tenure-track faculty as a condition of their receipt of funds.

The above discussion presents a "macro analysis." It does not address how pay practices affect individuals. Variation in compensation for nontenure-track faculty is appropriate among institutions. However, a few practices merit closer examination. For instance, at many institutions, the market for part-time faculty reflects the fact that pay is not intended to provide the faculty member's principal means of support, and faculty generally have substantial income from other sources. However, many institutions do not limit or monitor the amount of hours that can be accumulated by "part-time" faculty. The Committee has heard testimony from some part-time faculty who do, indeed, work full time. To ensure that pay scales achieve their purpose, institutions should limit the hours of part-time faculty or increase the pay of those who work at or about full time.

In public discussion, equity has commonly applied to differences between tenured/tenure-track and nontenure-track faculty. Often overlooked are equity issues arising within the nontenure track. Because compensation decisions for nontenure-track faculty are decentralized, institutions can treat similar nontenure-track faculty differently. For instance, one department in a college may establish a full-time workload of 12 credit hours for nontenure-track faculty while another department in the same college may have a 15 credit hour standard. Another questionable practice occurs when nontenure-track faculty with similar profiles in the same department receive different pay.

> Equity issues within the nontenure track are perhaps more pressing than equity issues between the nontenure and tenured tracks and deserve greater attention.

Few colleges or universities have campus policies that would prevent the situations outlined above, that is, that govern workload and compensation processes and that establish some absolute standards, such as minimum pay rates. The lack of such policies seems unwise given the importance of the nontenure track to all public colleges and universities. Policies that are established should frame the decisions of deans and department chairs and retain flexibility in the setting of pay amounts.

CHAPTER VI

Nontenure-track Faculty and Educational Quality

What is the impact upon educational quality of the current reliance on nontenure-track faculty? Unfortunately, there is no definitive research on this topic, no rigorous study that compares student learning in courses taught by nontenure-track faculty with courses taught by tenured/tenure-track faculty. There is, however, a body of general information relevant to our inquiry.

Perhaps the most thorough examination of nontenure-track faculty has been undertaken by David Leslie and Judith Gappa who have studied this issue individually and together over many years. In their book, *The Invisible Faculty*, the authors summarize their own review of the literature and the results of extensive interviews with faculty and academic administrators on this topic. In regard to classroom performance of tenure-track and nontenure-track faculty, Leslie and Gappa conclude that academic administrators *"almost uniformly agreed that they could observe no practical difference on the average."*

Beyond this summary judgment, Leslie and Gappa note that administrators' opinions about nontenure-track faculty are of two kinds. Some department chairs, deans, and vice presidents believe that "part-time faculty are not as effective teachers as full-time faculty." This group is often concerned about the practices used to hire part-time faculty and that courses taught by part-timers may not be well integrated into the curriculum. These administrators are also more likely to believe that part-timers are not adequately schooled in the theory and research of their disciplines.

On the other hand, a second group of administrators believe that "part-time faculty are at least as effective teachers as full-time faculty." These administrators are impressed with the enthusiasm and practical knowledge of part-time faculty. They also believe that some nontenure-track faculty are very effective in teaching non-traditional students and that young nontenure-track faculty are often more conversant with emerging areas of practice and thought than many tenure-track faculty.

The contrasting opinions noted above reflect less a difference of opinion about the value of nontenure-track faculty than a different emphasis placed upon their relative attributes. When viewed in this light, the picture presented by Leslie and Gappa largely conforms to the evidence gathered for this study. Nontenure-track faculty are well qualified and committed to their work. The educational quality they bring to the classroom is high. However, concerns do exist about the broad implications for educational quality that result from a strong reliance on this faculty group.

Academic research in recent years has demonstrated that involved students are successful students: they learn more and are more likely to complete their degree programs. Does use of nontenure-track faculty limit the ability of students to become more involved in their academic programs? The evidence is mixed. The backgrounds

and experience of nontenure-track faculty serve as a counterpoint to those of tenure-track faculty and, thus, nontenure-track faculty can involve students in new and different ways and enrich their learning. On the other hand, some part-time faculty are less available to students outside of class and somewhat less available to students throughout their college careers.

Office Hours

A total of 36 percent of part-time nontenure-track faculty at public universities and 53 percent of part-time faculty at community colleges reported that they were not expected to maintain scheduled office hours for students.

The Center's survey research shows that nontenure-track faculty interact less frequently with students than tenured/tenure-track faculty. Indeed, some types of student interactions are not part of the job responsibilities of many nontenure-track faculty. For instance, at public universities only 47 percent of full-time nontenure-track faculty and 30 percent of part-time nontenure-track faculty reported that academic advising is one their responsibilities. Similarly, 41 percent of part-time faculty at community colleges are expected to advise students.

Many nontenure-track faculty are not expected to and do not meet with students in scheduled office hours. About one half of part-time faculty at community colleges and one third of part-time nontenure-track faculty at public universities reported that this activity is not part of their job responsibility. Institutional office-hour policies vary. Some institutions mandate the scheduling of office hours for each course. Other institutions leave this matter to the instructor's discretion. A common community college practice is to encourage part-time staff to allocate time before and after class to meet with students.

Some argue that nontenure-track faculty are handicapped in their ability to interact with students because of the resources allocated to them for instructional support. In the words of some faculty representatives, "the working conditions of nontenure-track faculty are the learning conditions of students." The Center's surveys provide some evidence of a differential distribution of resources to instructional faculty, although there is no indication of its impact upon student learning. At both public universities and community colleges, the overwhelming proportion of all faculty reported having access to some clerical support, library privileges, copying, and duplication. However, part-time nontenure-track faculty had less access to voice mail, office, Internet, and computer resources.

Increasingly, tenure-track faculty argue that greater institutional reliance on the nontenure track has created burdens for them. Since few nontenure-track faculty serve on committees, tenured/tenure-track staff have to assume a greater share of these service duties. A related concern is that at the same time colleges and universities have become more complex, offering an array of specialized programs to meet instructional and non-instructional needs, institutions have come to rely upon a staff whose knowledge of and involvement with these programs is necessarily limited. This fact of campus life also has

implications for important statewide initiatives, such as assessment and accountability, that require a considerable investment of faculty time and effort for their success.

The more constricted role of nontenure-track faculty has other less obvious, but no less important, implications for institutional effectiveness. Since nontenure-track faculty tend to be more heavily involved in certain types of instruction (lower-division and professional instruction at universities, and adult education and continuing education at community colleges) and since nontenure-track faculty have limited involvement in departmental and institutional governance, the educational needs of certain kinds of students may not be as well addressed in decision-making forums as they might be. Or stated differently, it is not surprising that general education and adult education at times suffer in comparison with other instructional areas given faculty staffing patterns and governance structures.

In summary, although the available evidence affirms the teaching effectiveness of nontenure-track staff, the current reliance upon nontenure-track faculty has certain negative consequences. It is possible, as shown in the next section, to mitigate some of these effects by formulating policies that make better use of the nontenure track.

CHAPTER VII

Making the Best Use of Nontenure-track Faculty

Today's popular debate about the use of the nontenure track misses the mark by focusing on individual cases that portray nontenure-track faculty as exploited workers. Some nontenure track staff are undoubtedly treated in an inappropriate manner and measures can be and should be taken to assure fairer treatment of all faculty. However, as a class, nontenure-track faculty are not abused. Indeed, as has been shown, they are motivated, professional staff who are satisfied with their work. The real question facing Illinois higher education is whether the talents and abilities of a sizeable portion of the faculty workforce are being appropriately developed and whether opportunities exist for improving the instructional effectiveness of nontenure-track staff.

Nontenure-track faculty in David Leslie and Judith Gappa's memorable phrase are "invisible." They meet this definition, in part, because many are used as role players whose campus responsibilities are not as fully developed as tenured/tenure-track faculty. Nontenure-track faculty are also invisible because of the failure of campus policies to assure them a more secure and productive place within their institutions.

In undertaking this study, the Committee has learned of many effective practices that support nontenure-track faculty. While some of these are institutional practices, many are examples of actions taken at the college or, more typically, department level. Too often, institutions adopt a laissez-faire attitude towards nontenure-track faculty leaving all matters concerning their use and compensation to the decision of a small group and, not infrequently, solely to the disposition of a department chair. The Committee proposes new policies for Illinois higher education that will more fully recognize and develop the contributions of nontenure-track faculty.

- *Illinois public colleges and universities should actively assist the efforts of nontenure-track faculty to develop the knowledge and skills they need to be more effective teachers. All nontenure-track faculty should receive an annual performance evaluation.* To be an effective college teacher, an instructor must have at his or her command an array of skills and knowledge. In addition to being up to date in the field of study, a faculty member must have information about his or her campus educational mission, goals, and programs. To provide such knowledge, colleges and universities sponsor many faculty development initiatives, such as orientation and mentoring programs, special workshops and publication of faculty handbooks. Faculty development efforts (both instructional and professional) should include members of the nontenure-track and should address the special needs of this group. In addition, all nontenure-track faculty should receive an annual written performance evaluation. This evaluation should inform decisions about individual faculty development, as well as decisions about rehiring, compensation, and use.

- *Illinois public colleges and universities should involve nontenure-track faculty in departmental and campus-wide meetings and decision-making bodies.* The needs of

nontenure-track faculty, as well as the students they teach, cannot be appropriately considered unless this group is represented in decision-making processes. Involvement of the nontenure-track is necessary not only at the department level but in campus-wide deliberative bodies and governance organizations such as the faculty Senate.

- *Illinois public colleges and universities should provide resources to nontenure-track faculty so they can perform their assigned duties in a professional manner and have opportunities to interact with students outside of class. Institutions should assure that students are not disadvantaged by the resources allocated to nontenure-track faculty.* Faculty resources understandably vary according to need, seniority, rank, and other factors. Nevertheless, institutions should supply instructional resources in a manner that enables all faculty, including those on the nontenure-track, to meet student educational needs in an equitable manner. Stated differently, students should receive the same educational opportunities regardless of the status of the instructor teaching the course. In particular, institutions should make every effort to assure that nontenure-track faculty have access to computers and voice mail for interacting with students and have a designated space to meet with students out of class.

- *Illinois public colleges and universities should compensate nontenure-track faculty in a manner that recognizes and rewards performance, among other factors, as well as the continued contribution of nontenure-track faculty to their department and institution.* While there is an intrinsic reward from teaching, the work of faculty, like any other professional group, is affected by levels of compensation and pay incentives. Institutions should assure that the contributions of nontenure-track faculty are appropriately recognized and that nontenure-track faculty have ample opportunities to advance in pay. Institutions that have not done so should consider initiatives for nontenure-track faculty such as a sequential pay system and teacher of the year awards, as well as the institution of pay raises and bonuses for merit, degree completion, and/or years of seniority. Colleges and universities should look for opportunities to visibly recognize the accomplishments of nontenure-track faculty, such as recent publications and public service achievements. Institutions should consider giving preferences in course assignments to experienced nontenure-track instructors.

- *Illinois public colleges and universities should provide contractual commitments and assurances to nontenure-track faculty that are commensurate with their long-term roles, responsibilities, and contributions to the institution.* Nontenure-track faculty are characterized by the limited contractual commitment that they receive from institutions, typically one year or less. At the same time, many nontenure-track faculty remain with a single institution for many years. Studies have shown that many nontenure-track faculty seek more long-term commitments. Contractual assurances to individual faculty members should mirror their long-term contributions and relationship with the institution. Institutions should examine the number of extended contracts awarded to nontenure-track faculty and should explore the possibility of increasing the number of long-term contracts consistent with the institution's budgetary and program needs. Institutions should also explore the possibility of combining some part-time positions to form single nontenure-

track positions. Position compression can offer significant instructional benefits since full-time faculty often have greater opportunity for student interaction.

Some Examples of Best Practice

Planning—In recent years, *Illinois State University* has undertaken a broad-based review of the conditions and compensation of nontenure faculty. The university has made, and is considering, numerous changes for this faculty group including equity pay adjustments, minimum salaries, equivalency in annual pay increases, performance evaluations, multi-year appointments with annual contracts, and accumulation of sick leave for experienced staff. Southern Illinois University at Carbondale is also broadly examining issues pertaining to nontenure-track faculty including orientation, evaluation, and the establishment of campus-wide awards for teaching and research excellence.

Limits on Use—*The College of Lake County* has an institutional standard that part-time faculty should constitute not more than 40 percent of all faculty and that part-time faculty should not be employed more than eight credit hours per semester.

Multi-year Appointments and Equity Pay Adjustments—*Northern Illinois University* recently reviewed and raised the salaries of many nontenure-track faculty who have long-standing service with the university. The university also has created three-year appointments for nontenure-track faculty that colleges can grant depending upon their projected program needs.

Faculty Evaluations—At *South Suburban Community College*, all part-time faculty receive student evaluations each semester, as well as an administrative evaluation in their first semester of teaching and every other semester thereafter.

Faculty Development—*Parkland College* allocates specific funds for the professional development of part-time faculty. A committee of part-time faculty review and allocate the funds.

Office Hours—A number of institutions such as *the University of Illinois at Urbana/Champaign, Southern Illinois at Edwardsville*, and *Parkland College* require all nontenure-track faculty to have office hours.

Governance—At *John Wood Community College*, representatives of part-time faculty are elected to the Faculty Senate where they have full voting rights and committee responsibilities and are reportedly some of the body's most active members.

- *Illinois public colleges and universities should establish campus-wide policies, programs, and practices that support the development of nontenure-track faculty.* While departmental flexibility is critical to the proper management and deployment of nontenure-track faculty, campus-wide efforts are needed that will promote, guide, and support departmental activities. The evidence suggests that, without such a campus-wide approach, there is little likelihood that the talents of nontenure-track faculty can fully

develop. Institutions should consider undertaking campus-wide efforts in planning, programming, and personnel matters, such as discussed below.

The literature on nontenure-track faculty strongly emphasizes the need to create quality-hiring processes. On the other hand, there are few institutions that have policies governing the hiring of the nontenure track. While departments need the ability to quickly fill instructional positions, many nontenure-track can and should be hired in a more deliberate fashion. Personnel policies should identify the roles of nontenure-track staff and provide some assurance that conditions of employment and use across campus are as consistent as possible. Campus-wide policies should guide departmental decisions about faculty governance, performance evaluation, compensation, workload, and other matters. Institutions should promote the active involvement of deans, department chairs, and tenure-track faculty in the development of these policies and guidelines.

Institutions should establish campus programs to support nontenure-track faculty. Designated activities for orientation and faculty development can ensure that the needs of nontenure-track faculty are met, and can tailor efforts to best serve this group. In some instances, relying solely upon campus policies to serve nontenure-track faculty may be problematic. Take the example of a policy that requires the distribution of funds for faculty development among all faculty members according to merit and need. While this principle is admirable, in reality nontenure-track faculty may receive little, if any, benefit from it. Setting aside a designated amount of monies for the development of nontenure-track faculty would offer greater assurance that nontenure-track faculty will receive assistance.

Chapter VIII

Conclusion

Nontenure-track faculty are an essential part of higher education and meet a critical need. As a class, they are a permanent feature of our colleges and universities, even if some are short-term employees. Nontenure-track faculty will not disappear when current conditions change, such as the Ph.D. surplus. The division of labor between the nontenure and tenure tracks has served students well. It has provided a more varied faculty than would otherwise be possible if all instructional staff were part of the tenure track.

Nevertheless, one can still ask, "Are nontenure-track faculty overused and mistreated, as some claim?" The Committee believes that the growth in the nontenure track at public universities and the strong reliance by community colleges on part-time faculty can touch on issues of educational quality. However, given the diversity of Illinois' public institutions, we reject remedies that propose having the Board limit the percentage of nontenure-track faculty at public institutions. The employment and deployment of faculty is an issue best addressed at the local level. The Committee proposes that institutions monitor hiring practices and use to ensure that the balance between the tenure and nontenure tracks is educationally appropriate. In this period of fiscal exigency, effective institutional oversight is particularly important.

Few nontenure-track faculty believe they are mistreated. Indeed, the survey data show that nontenure-track faculty are slightly more satisfied overall with their jobs than tenured/tenure-track faculty. Some nontenure-track faculty have strong grievances. Such dissatisfaction partially stems from the fact that personnel policies and tools that govern nontenure-track faculty are primitive and incomplete. Department chairs often make decisions on matters such as workload, pay, and working conditions without policies or standards to guide them. As a result, inequities can occur. The Committee proposes recommendations that would address the worst of these problems, such as controlling the numbers of hours worked by part-time faculty or ensuring that "part-time" faculty who work at or about a full-time workload receive higher rates of pay .

While nontenure-track faculty are not mistreated, it is hard to say that they are well used or their potential fully developed. These "invisible faculty" have become too large and important a group to continue to treat them in an ad hoc manner. The Committee recommends that institutions better support the progress of nontenure-track faculty as teachers, strengthen their voice and position within the institution, and ensure that their contracts and pay better reflect the contributions that they make to their institution and contain incentives for enhanced performance. Making such improvements will require changes at both the institutional and departmental levels if real progress is to be achieved.

The Committee has been struck by the discrepancy that exists between the public perception of nontenure-track faculty as an exploited class and the positive attitudes of

this group, as expressed in the Center's and other surveys. This is one area of higher education that calls out for greater accountability and information. Institutions need to communicate more fully and effectively to decision-makers and the public the roles and contributions of nontenure-track faculty. To do so will require improving data collection and incorporating such information into external communications. One recommendation put forward by the Center for Governmental Studies is to better integrate institutional research, human resource, and student records in order to conduct "more sophisticated and integrated queries" on nontenure-track faculty. The Board of Higher Education will continue to periodically collect information and report on the number and compensation of nontenure-track faculty employed by public colleges and universities.

In 1983, the report, *A Nation at Risk: The Imperative of Educational Reform,* sounded a clarion call that "the educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a Nation and a people." From the publication of this report date numerous current initiatives in elementary/secondary and higher education, such as efforts to improve undergraduate education, to better measure and assess student learning, to make educational institutions more accountable, and to invigorate the instructional role of tenured faculty. Unfortunately, higher education's self examination has left unexplored the role of a sizeable portion of the teaching faculty, the nontenure track. When this group has received attention, it has been of a sensational kind. Perhaps now is the time to carefully examine how institutions can develop nontenure-track faculty to make their participation in higher education more educationally productive. Many would argue that we owe it to nontenure-track faculty to make such a commitment. Without question, we owe it to our students.

Chapter IX

Recommendations

The Committee presents the following policy recommendations.

Illinois public colleges and universities should ensure that faculty that are paid at a part-time rate do, in fact, work part time. Nontenure-track faculty that work near or at a full-time rate should receive higher rates of pay than other truly part-time faculty.

Illinois public colleges and universities should monitor hiring and seek to ensure that the balance between tenured/tenure track and nontenure track is educationally appropriate.

Illinois public colleges and universities should establish campus workload and compensation policies for nontenure-faculty. These policies should provide guidance to deans and department chairs and identify criteria that should be considered in setting compensation rates. These policies should also seek to eliminate inequities among nontenure-track faculty of similar responsibilities and profiles.

Illinois public colleges and universities should actively assist the efforts of nontenure-track faculty to develop the knowledge and skills they need to be more effective teachers. All nontenure-track faculty should receive a written, annual performance evaluation.

Illinois public colleges and universities should involve nontenure-track faculty in departmental and campus-wide meetings and decision-making bodies.

Illinois public colleges and universities should provide resources to nontenure-track faculty so they can perform their assigned duties in a professional manner and have opportunities to interact with students outside of class. Institutions should ensure that students are not disadvantaged by the resources allocated to nontenure-track faculty.

Illinois public colleges and universities should compensate nontenure-track faculty in a manner that recognizes and rewards performance, among other factors, and the continued contribution of nontenure-track faculty to their department and institution.

Illinois public colleges and universities should provide contractual commitments and assurances to nontenure-track faculty that are commensurate with their long-term roles, responsibilities, and contributions to the institution.

Illinois public colleges and universities should establish campus-wide policies, programs, and practices that support the development of nontenure-track faculty.

Illinois public colleges and universities should establish plans that identify short-term and long-term goals, objectives, and strategies for developing and making the best use of nontenure-track faculty and that implement the Board's policies for nontenure-track faculty. Institutions should transmit these plans to the Board by December 31, 2002.

Appendix I

Report of the Center for Governmental Studies
Northern Illinois University

Summary Results : Faculty Responsibilities and Satisfaction Surveys

A copy of the Center's report is included under separate cover.

Appendix II

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